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ABSTRACT

Designed for those interested in the goal of equal employment opportunity for older job seekers, this booklet presents a summary of the findings of research on the employment of older workers. It is largely based on a study of the employment of older workers conducted November 1976 to March 1978 by the Human Resources Research Organization. The first section, "Older Job Seeker Experiences and Needs" considers such issues as the need to work, kind of work sought, job restrictions, job market difficulties, discrimination against older workers, job performance of older workers, and special needs. Next, "Special Employment Offices to Assist Older People" describes features of these offices and makes recommendations for their improvement. "State Employment Service and the Older Applicant" highlights Project RENEW. The fourth section, "Public Service Employment and Older Workers," considers both the Senior Community Service Employment Program and the Comprehensive Employment and Training Act. "The Role of the State Office on Aging" also describes outstanding activities of five state offices. In the final section of the booklet are seven case studies of senior nonprofit employment offices. (YLB)

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EMPLOYMENT AND THE OLDER WORKER

Resources for Job Seekers

by

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FOREWORD

This booklet presents a summary of the findings of research on the employment of older workers. It was designed to provide useful information in a practical, easy-to-use format. All persons interested in the goal of equal employment opportunity for older job seekers should find it a helpful resource.

This publication is largely based on a study of the employment of older workers conducted November 1976 to March 1978 by the Human Resources Research Organization (HumRRO) under grant 90-A-1024 from the Administration on Aging. Dr. Thurlow Wilson was the principal investigator. The general purpose of this study was to analyze the assistance being given to those 55 or older in finding employment, and to recommend needed improvements. The complete findings of this study are reported in *Employment Services for Older Job Seekers*, by T.R. Wilson, D.H. Bercini, and J.A. Richards, obtainable from the National Technical Information Service.

The support of the Administration on Aging was a valuable asset throughout the study. We are grateful to the guidance provided by Dr. Saadia Greenberg, technical monitor for the study.

The cooperation of the U.S. Department of Labor was critical in enabling us to perform parts of this research. We wish to thank Mr. Oscar Gjernes, Chief of Special Applicant Unit, for coordinating our contacts with DoL regional offices and State Employment Security Agencies.

Since researchers conducting projects under Government sponsorship are encouraged to express their judgment freely, this report does not necessarily represent the official opinion or policy of the Administration on Aging. The Grantee is solely responsible for the contents of this report.

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INTRODUCTION

The Older Americans Act affirms the right of older people to "an adequate income in retirement," "employment with no discriminatory personnel practices because of age," and "meaningful employment opportunities." This booklet examines the extent to which these goals are being achieved and the resources for assisting older job seekers.

This publication is based largely on the results of the recent HumRRO study of employment of older workers. For this study information and comments were obtained from a number of sources.

- Older persons who applied to selected State Employment Service offices and senior nonprofit employment offices were asked to complete a questionnaire on their employment needs and experiences. Responses were obtained from 1,052 job seekers aged 55 or older. Fifty-one survey respondents who reported severe employment difficulties were interviewed in depth by telephone.

- All known senior nonprofit employment offices were surveyed by mail to learn about their operations, with 60 out of 80 offices responding. Project researchers visited eight of these nonprofit offices to interview staff members and to learn by observation how the offices function.

- Researchers visited several regional and state Offices on Aging to learn about their role in providing employment assistance to older persons.

- Discussions were held with Regional and State Employment Service representatives to find out about their activities in behalf of older workers.

- Interviews were conducted with representatives of each of the Senior Community Service Employment Program national contractors to provide information about the operation of their respective programs.

- Published reports, hearings, and other materials on employment of older workers were examined.

The reader will need to know the definition of certain key terms used throughout this booklet.

CETA—Comprehensive Employment and Training Act (1973). Manpower councils in communities plan and administer public service employment and training programs for persons of all ages.

Senior Community Service Employment Program—Under Title IX of the Older Americans Act. Provides part-time public service employment for low income persons 55 or older.

Forty Plus Club—Clubs formed in several cities by unemployed professionals and managers who are at least forty years old. They pay dues to rent an office and run their organization to help each other with their job search.

Senior Nonprofit Employment Office—Organizations formed with government or other funding primarily to assist older job seekers. No fee is charged. Includes Forty Plus clubs.

State Office on Aging—An office in each state established in response to the Older Americans Act to plan and coordinate programs to assist older persons. Under the jurisdiction of the Regional Office on Aging and the Administration on Aging. Communities within the state are served by area agencies on aging.

OLDER JOB SEEKER EXPERIENCES AND NEEDS

NEED TO WORK. Older people often do need to continue working. Most of those replying to the HumRRO survey of job seekers were looking for work to support themselves and their families. However, their desire for employment was not purely financial; many said they would want to work even if they had enough money to live comfortably without working. One older job seeker wrote: "Unless a person keeps busy like he did in the past he will rot when he gives up and sits. Also, earning something is a symbol that you are still of some use in this world."

Many older persons need at least part-time employment to assure an adequate income in retirement. From an analysis of available information on the economic status of people 65 or older, the Virginia Office on Aging concluded:

- The largest source of income for those 65+ is social security.
- Social security benefits are not adequate to meet the economic needs of older persons. Those elderly persons who depend on social security for their entire income manage with considerable hardship, judging from their expenditures.
- The elderly are harder hit by the high cost of living than persons in other age groups.

"What appeared to be a good retirement income in May 1975 has become a vise which is slowly forcing liquidation of my savings," commented a man replying to the HumRRO survey.

An 81 year old job seeker explained his financial needs: "I keep looking for work. My unemployment has run out. I must get some job as all we

have now is $267.10 a month to live on and $175.00 a month rent with food, insurance, and wife's doctor to pay and prescriptions. No food stamps (denied). Have applied for government low rent housing—long waiting list. So what can we do, I am stubborn and I keep looking and trying."

KIND OF WORK SOUGHT. Many older people responding to the HumRRO survey were looking for work different from their previous job. The following table shows the results of the comparison of job sought to previous job. Only half seek a job of the same type as their previous work. Those whose last job was sales or service were most likely to want a change of employment. One in four did not know the duties or title of the kind of position they were looking for. However, virtually all could describe their desired job in terms of wages, hours per week, work conditions, and job location.

WHETHER OLDER JOB SEEKERS WANT DIFFERENT WORK THAN THEIR PREVIOUS JOB[a]

Previous Job	Job Sought Compared to Previous Job[b]		
	Same Job (%)	Different Job (%)	Can't Classify Job Sought[c] (%)
Professional, Technical	73	10	17
Manager, Administrator	59	20	21
Sales	50	28	22
Clerical	68	7	25
Crafts	62	14	24
Operative	38	21	41
Non-Farm Labor	31	19	50
Service	41	27	32
Household Worker	53	9	38
Farmer[d]	--	--	--
TOTAL	56	16	28

[a]919 survey respondents age 55 or older from State Employment Service offices and senior nonprofit offices (excluding Forty Plus) who described their previous job.

[b]If job sought fell in the same category as the previous job, it was coded "same job."

[c]"Can't classify job sought"—the job sought was described so vaguely that it could not be coded into one of the previous job categories given above.

[d]Too few farmers to tabulate.

Contrary to the popular opinion that most older people want part-time employment, only one in four of those 55 or older answering the HumRRO survey were looking for part-time work (less than 30 hours per week). The demand for part-time employment is higher for those over 65, with about half in this age group wanting to work less than 30 hours each week.

JOB RESTRICTIONS. The majority of those replying to the HumRRO survey would not accept a position requiring a move to another city, out-of-town travel, or evening or night work; but few would rule out work requiring overtime. Most said their health did not limit the kind or amount of work they could do.

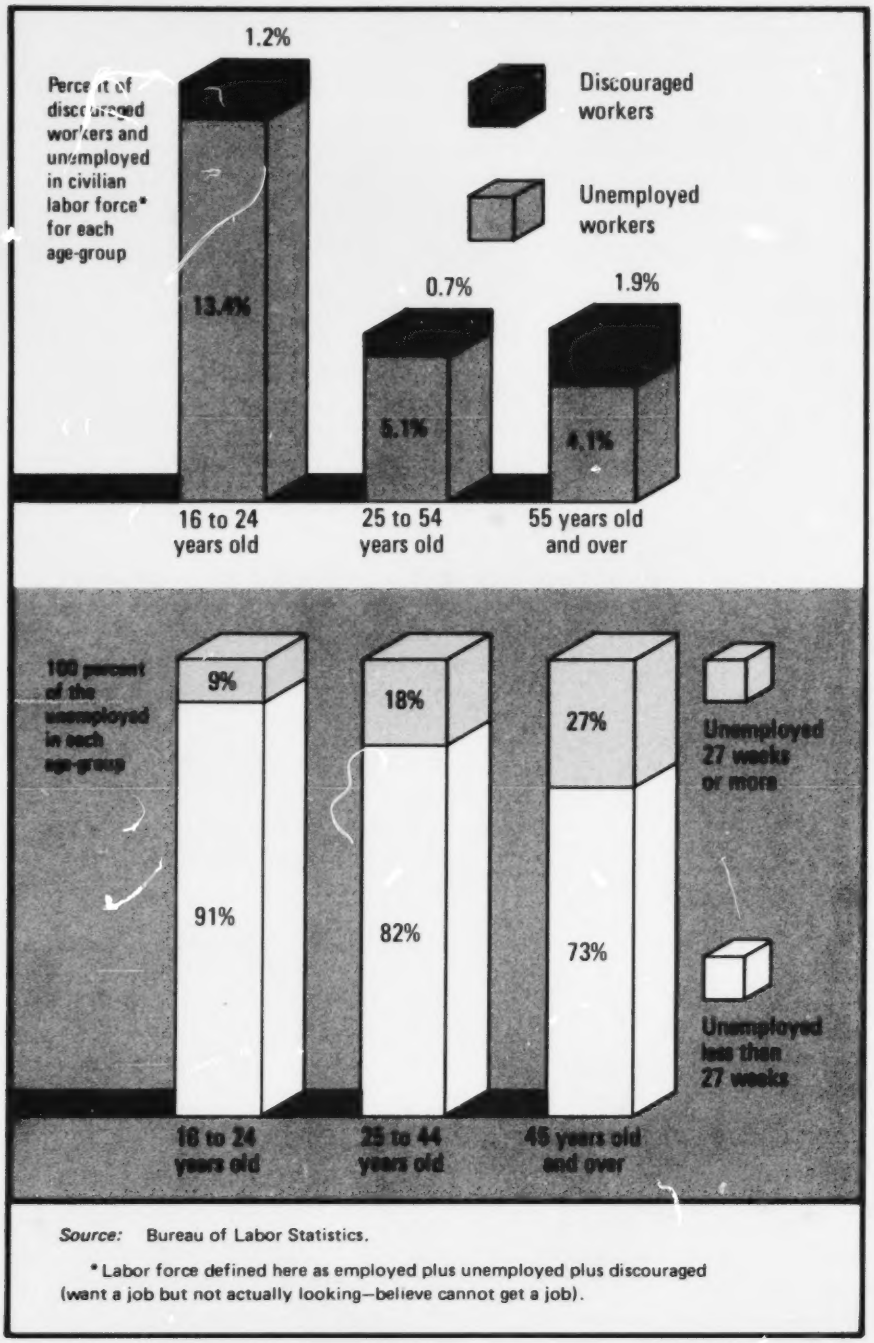
RESTRICTIONS ON THE WORK OLDER JOB SEEKERS WILL ACCEPT

Job Restriction[a]	Percent Mentioning Restriction[b]
No Job Requiring Moving to Another City	75
No Work Requiring Out of Town Travel	54
No Evening or Night Work	59
Not a High Pressure Job (e.g., Deadlines, Demanding Boss)	53
No Work Requiring Lifting 20 Pounds or More	50
No Job Not Reachable by Public Transportation	36
No Job That Would Take More Than 30 Minutes to Get to	32
No Work Requiring Overtime	24
The Kind or Amount of Work is Restricted by Health or Disability	29

[a]Taken from HumRRO mail survey.
[b]Based on the responses from 1052 applicants 55 or older who went to State Employment offices, Forty Plus clubs, or senior nonprofit employment offices.

JOB MARKET DIFFICULTIES. A number of older job seekers experience severe difficulties in the job market. They tend to require a longer period of time to look for a job than do younger workers, and many become discouraged and give up actively looking for work. Because of the number of discouraged older job seekers who drop out of the labor market, the unemployment rates for this age group considerably understate the extent of employment problems.

CHARACTERISTICS OF OLDER UNEMPLOYED WORKERS, 1977



Source: Bureau of Labor Statistics.

* Labor force defined here as employed plus unemployed plus discouraged (want a job but not actually looking—believe cannot get a job).

DISCRIMINATION AGAINST OLDER WORKERS. Despite the Age Discrimination Act of 1967, discrimination against older workers continues to be widespread. The statement, "Most employers discriminate against older people and make it difficult for them to find jobs," was agreed to by almost all of a national sample of people who have hiring and firing responsibility surveyed in 1975 by Louis Harris Associates. A number of case studies of displaced workers have shown less favorable treatment by employers of older compared to the younger job seeker. The staff of voluntary employment offices for older people reported in a HumRRO survey that employers, especially large companies, were usually reluctant to hire older workers. The older job seekers surveyed by HumRRO frequently reported that they have been subjected to discrimination by employers because of their age. However, only a minority could cite explicit discriminatory acts. For most, age discrimination was experienced as a systematic exclusion from consideration for jobs without mention by an employer of the job applicant's age as the reason for rejection.

A letter from one survey respondent gave an account of discrimination experiences:

"I was discriminated against so many times that I am very discouraged. I send a resume indicating that I have years of experience as an automotive foreman . . . I always receive a nice letter or phone call requesting I come in for an interview.

"On these interviews they always ask me for my age. They all say they will let me know about the selection, some do, some don't even bother.

"It's hard to think there was no discrimination when somebody young and just barely meeting the necessary qualification is selected when you are bypassed with a score of 100 and ranked No. 1."

JOB PERFORMANCE OF OLDER WORKERS. Older workers generally have been found to perform as well as younger workers, as judged by overall job productivity, number of job-related accidents, work capacity, and ability to learn. Studies comparing the job productivity and performance of older and younger workers usually find a slight positive relationship to age or none at all. For example, a 1972 survey of employees of New York State agencies showed that the performance of those 65 to 70 years of age was judged equal to and sometimes noticeably better than that of younger workers.

Data on age and accidents show that accidents preventable by judgment *decrease* with age. (Those involving quick evasive action tend to increase with age.) Work capacity is found to be little affected by age for tasks with light or moderate physical demands. The research on learning as related to

age indicates there is little change in primary learning ability with age when differences in motivation and physiological state are taken into account.

The older persons responding to the HumRRO survey confirmed this picture of older worker capability since most did not believe that their ability to perform work was limited by health or disability. (A minority of older job seekers surveyed did report the need for less physically demanding work than they previously had.)

JOB HELP WANTED. When older job seekers went to the employment office they were looking primarily for a source of job leads. Many wanted assistance in contacting employers. Some chose to handle all employer contacts themselves. Many persons also looked for understanding and personal attention—"someone I can talk with who understands the personal problems of older job seekers." Advice on how to deal with age discrimination was frequently wanted as well.

HELP OLDER JOB SEEKERS WANTED FROM EMPLOYMENT OFFICE

Employment Help[a]	Percent Wanting This Help[b]	Percent Wanting This Help Most[b]
Someone to Find and Contact Employers	80	59
List of Job Openings to Look at	55	15
Someone to Understand Personal Problems	40	6
Advice on Dealing With Age Discrimination	37	5
Advice on How to Find Good Job Leads	32	3
Help Deciding Kind of Work to Look For	23	4
Information/Advice on Job Training	16	2
Help in Overcoming Discouragement	15	1
Tips on Writing Good Resume	14	1
Tips on Selling Self to Employer	14	1
Advice on How to Act in Job Interviews	12	0
Information on Jobs in Other Towns	10	0
Other Kinds of Employment Help	5	3

[a]Taken from mail survey.
[b]Based on the responses from 1052 applicants 55 or older who went to State Employment Offices, Forty Plus clubs, or senior nonprofit employment offices.

SPECIAL NEEDS. Certain categories of older job seekers—women, long-term unemployed and middle-aged job seekers—had special needs as revealed by the HumRRO survey.

Women. The majority of female job seekers surveyed were single, separated, divorced or widowed. Women more often mentioned a need for job training. This greater need for training reflects the difficulties some women experience in re-entering the labor force as a full-time, worker.

Some of the letters accompanying the survey forms explained the particular employment problems of displaced homemakers. One woman wrote: "I had never worked on a public job until I was divorced . . . I was brought up on a farm . . . I have always believed that a mother's place is at home with her children unless it is necessary for her to work. . . . When I had to find work, had I been young I believe I could have gotten a job in a factory. I tried but failed. The type jobs I had to take I could not stay with because of health reasons. So I have ended up on welfare, which I hate."

Another woman commented: "I was 'Mrs. Somebody Important' for a good many years, but found myself 'turned into a pumpkin' and suddenly in the position of being 'the Captain of my own ship' after spending more than one-half of my life in total dependence on another person. I immediately thought my life was destroyed, but thank God I quickly made the determination that it was within my own power to either sink or stay afloat. I have a wealth of background in community service, and for many years made an unsalaried contribution to the community. . . . The agencies do not know what to do with me, because I do not have a wealth of paid experience, but my premise is that if I can do all the things I have done with no experience, just think of what I can do when somebody will hire me and I can get some experience."

Long-Term Unemployed. The long-term unemployed people (those out of work and searching for a job more than six months) had special problems. Many lacked the confidence to find a job and felt they were victims of age discrimination. A fourth of the older job seekers surveyed were long-term unemployed. Among those looking for a professional or managerial job the majority had been unemployed for over six months.

Some long-term unemployed respondents described their difficulties. An unemployed manager wrote, "I have been actively answering

ads and sending out dozens of professionally prepared resumes to potential public and private sector employers since before Christmas. For the most part these applications have been for positions for which I know my qualifications are equal to those of any other potential candidate, and in some cases probably superior. What is most disheartening to me, and I am sure to others, is to spend the time to prepare a professional application and not even receive the courtesy of a reply or acknowledgment. This never happened to me when I was younger, and so I have to conclude that it is because I am now over fifty."

Another man wrote, "I have been an unemployed chemist since December, 1972. . . . I have a PhD degree in Physical Chemistry. I have also served in the U.S. Army for over five years as an officer. . . . Yet, I have not earned the right to work. I only worked for two companies in private industry, so I am not a 'job jumper.' I lost my job through a reduction in force when the _____ Corporation eliminated their Research Division."

Middle-Aged Job Seekers. Job seekers aged 55 to 64 reported more urgent and pressing employment problems than those 65 or older. They wanted more kinds of help from the employment office they visited, and they were more often dissatisfied with the help they did receive. Also, they were most often looking for full-time work, and they were more likely to report that their continued unemployment would pose great hardship for their families.

LEGISLATION ASSISTING OLDER WORKERS. Recent legislation promises to alleviate some of the employment problems faced by older workers. The earning limit for Social Security payments has been raised, permitting retirees to legally obtain a supplementary income better corresponding to their financial needs. In addition, the permissible mandatory retirement age was raised from 65 to 70 for private sector employers, and age-based retirement rules were abolished for most Federal workers.

SPECIAL EMPLOYMENT OFFICES TO ASSIST OLDER PEOPLE

Nationwide, there are more than 80 voluntary nonprofit employment offices that assist older people in finding jobs. Most of these offices were established in the last decade. They are "voluntary" because, unlike the State Employment Service, they are not required by law; they are 'nonprofit" because no fee is charged for services. Each of the offices operates independently of the others. One kind of senior employment office is the Forty Plus club, which is restricted to unemployed managers and professionals. The eight Forty Plus clubs in the U.S. are not formally affiliated, though they do share a common approach to job assistance.

JOB OPENINGS. Senior nonprofit employment offices (excluding Forty Plus clubs) most commonly list openings for service, household, or clerical positions. Almost all these offices obtain listings of openings from employers. Compared to the State Employment Service, the senior nonprofit employment offices (excluding Forty Plus) tend to attract people seeking part-time post-retirement jobs.

SERVICES GIVEN. At the senior nonprofit offices (excluding Forty Plus) the burden of job search is borne by the employment office staff, not the applicants as will be seen in the table. For the Forty Plus organizations there are no staff members to place Forty Plus members in jobs. Rather, the members coach each other on how to conduct a fruitful job search. Applicants are trained to "sell" their unique combination of experience and skills to employers.

SERVICES PROVIDED TO MOST OR ALL APPLICANTS AT SENIOR NONPROFIT EMPLOYMENT OFFICES AND FORTY PLUS ORGANIZATIONS[a]

Services	Percent Senior Nonprofit (N=53)	Percent Forty Plus (N=7)
Develop Job Openings	36	71
Match Applicants' Qualifications to Jobs	91	71
Provide List of Job Openings	24	100
Talk to Employer on Behalf of Applicant	64	57
Test and Assess Applicants' Abilities	19	14
Advise or Inform About Job Training	13	14
Provide Training on Job Skills	4	0
Counsel on Job Choice	55	71
Counsel on Personal Problems	15	14
Refer to Social Service Agencies	7	0
Assist in Applying for Benefits	7	0
Provide Information on How to Apply for Jobs	34	86
Provide Training on How to Apply for Jobs	6	100
Give Advice on Dealing With Age Discrimination	23	86
Give Advice on Finding Good Job Leads	36	86
Provide Classes on Post-Retirement Planning	2	0
Follow Up After Job Referral	85	43
Follow Up After Person Has Been on the Job	57	29

[a]Based on responses from 60 directors (managers) of senior nonprofit offices and Forty Plus clubs who described their operations in a questionnaire.

WAS NEEDED HELP GIVEN? The interviews with applicants to senior nonprofit employment offices (excluding Forty Plus applicants) showed that these job seekers felt that the senior office they visited generally met some needs well. In particular, the office provided (1) someone to find and contact employers, (2) someone to talk with who understands personal problems of older job seekers, and (3) help in deciding the kind of work to look for. Many respondents felt that the nonprofit office visited failed to meet

adequately certain of their needs, especially information or advice on job training, information on job opportunities in other towns, and advice on dealing with age discrimination.

SMALL SCALE OPERATIONS. The senior employment offices (excluding Forty Plus) tend to be small-scale operations. On the average, a senior office has one new applicant each day the office is open, a fraction of the number of older job seekers going to the State Employment Service local office. For the offices studied, the number of new applicants per month ranged from 5 to over 400.

OFFICE BUDGET. The budget of the senior office has only a slight relationship to the number of people served by the office. It ranges from no funds at all to more than a million dollars a year. The average budget is about $25,000 a year, with the most frequent source of funds being the Federal, state or local government. A sizable minority of the offices surveyed receive the bulk of their financial support from private sources (e.g., United Way, YMCA, business contributions). The source of funding tends to impose certain conditions on the operation of the office—records to be kept, service priorities, etc. Most senior offices depend at least in part on unpaid volunteers to run the office.

TIES TO STATE EMPLOYMENT SERVICE. With few exceptions, senior nonprofit employment offices do not have close ties with the State Employment Service. For only a few senior offices are referrals often received from the State Employment Service local office, and a minority of senior offices commonly refer people to the State Employment Service. There is an infrequent exchange of job listings or other information between the senior offices and State Employment Service offices. Three of the senior nonprofit offices surveyed (one Forty Plus and two other offices) have been given desks, telephones, and other support by a local State Employment Service office. In these instances, there is a close working relationship between the senior office and the State Employment Service.

SENIOR NONPROFIT OFFICES DO NOT HAVE CLOSE TIES WITH STATE EMPLOYMENT SERVICE

Relationship With SES	Percent of Office[a]
SES Often Refers Applicants to Senior Office	11
Senior Office Often Refers Applicants to SES	23
Senior Office and SES Often Exchange Job Market Information	17
SES Often Advises Senior Office	2

[a]Based on responses from 53 directors of senior nonprofit employment offices (excluding Forty Plus) who described their operations in a questionnaire.

RECOMMENDATIONS TO IMPROVE SENIOR NONPROFIT OFFICES. The effectiveness of the senior nonprofit employment offices should be increased to better serve older job seekers in regard to numbers of older workers served, contact with other employment programs, and services provided to older job seekers.

The voluntary nonprofit employment office could increase its effectiveness by seeking assistance from the State Offices on Aging. The state office could evaluate the services provided by the voluntary office and advise where improvements could be made, possibly in the areas of providing services to a larger number of older job seekers, and serving the needs of certain groups of job seekers, such as displaced homemakers. The state offices should assist voluntary nonprofit offices in obtaining funding to support added services and staff. In particular, state offices should help senior offices establish better communication with the SES local office. This could lead to referrals by the SES of all older people looking for part-time or temporary employment (the nature of most jobs listed with senior offices), which in turn, would greatly expand the number of older people served.

Many of the applicants at the voluntary nonprofit offices are displaced homemakers, whose needs are generally more complex than just the need for assistance in job placement. A handbook on employment assistance for displaced homemakers should be developed under AOA sponsorship, to be used by state offices and voluntary nonprofit offices.

Also, a handbook on age discrimination in employment should be developed under AOA sponsorship. This handbook would explain the forms of age discrimination most commonly reported, how to deal with suspected or overt age discrimination, including procedures for filing a formal complaint, and the rights of older persons under the law.

Forty Plus clubs provide a valuable kind of job search assistance to unemployed professionals and managers, assistance which they are not likely to obtain elsewhere. However, with few exceptions virtually all Forty Plus members are white males (though their membership rules do not bar blacks or women). State Offices on Aging should encourage Forty Plus clubs to make their job-hunting expertise more widely available, especially to women and blacks who seek professional or administrative positions. The other senior nonprofit employment offices could learn from contact with Forty Plus clubs, since some of their clients, too, seek professional or managerial jobs.

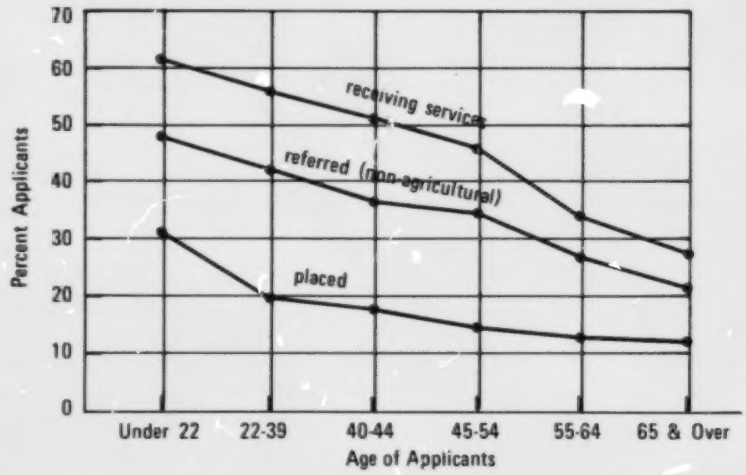
STATE EMPLOYMENT SERVICE AND THE OLDER APPLICANT

DE-EMPHASIS ON OLDER WORKERS. The proportion of older workers among those placed by the State Employment Service has declined sharply in the last decade after the older worker units were abolished and the older worker specialist program was de-emphasized by the U.S. Employment Service and by the State Employment Security Agencies.

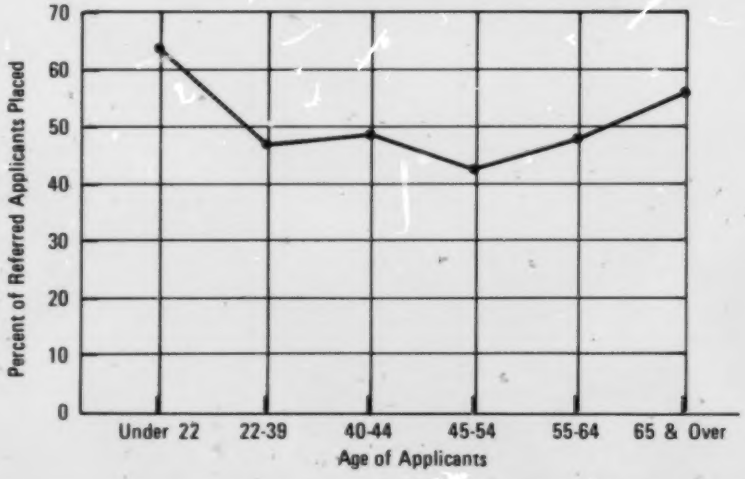
HumRRO researchers, in discussions with older worker employment supervisors in several states and regions, found that most of the states visited give little emphasis and attention to older worker specialists. Some states appoint a staff member for each local SES office to be the older worker specialist, but except for rare cases he/she has a number of other assignments as well. Little is being done to train them or to monitor or evaluate their work in behalf of older applicants.

SERVICE AND PLACEMENT OF OLDER APPLICANTS. In State Employment Service offices the placement rate for applicants 55 or older is well below that for SES applicants in general. Older worker supervisors of State Employment Security Agencies explain the lower rate of placement of older workers by arguing that the older workers are harder to place than their younger counterparts. Consequently, since the management of the SES rewards number of placements made, the SES local office staff prefers to assist younger workers. The analysis of statistics collected through the Employment Security Automated Reporting System discloses that older workers are less likely to get services at the employment office than are younger applicants. However, when referred to a job, the older worker was just as likely to be hired as his younger counterpart, according to ESARS statistics.

OLDER APPLICANTS LESS LIKELY THAN YOUNGER APPLICANTS TO GET HELP FROM STATE EMPLOYMENT SERVICE



WHEN REFERRED TO JOBS BY STATE EMPLOYMENT SERVICE OLDER APPLICANTS JUST AS LIKELY TO BE HIRED AS YOUNGER



Source: National Council on Aging, analysis of 1976 national data from Employment Security Automated Reporting System.

INCREASING HELP TO OLDER APPLICANTS. Recently, assistance for older workers at some local SES offices has been increased by using older worker specialists paid under Title IX or CETA funds. A major effort of this kind is Project RENEW, under which 75 low-income older workers were hired, trained, and placed in SES local offices in five states to work solely with older applicants. The RENEW older worker specialists positions were paid with Title IX (Senior Community Service Employment Program) funds and supervision was provided by the State Employment Service staff. The task of implementing the program and providing guidance and coordination was managed by the Preretirement Planning Center under a Department of Labor grant.

The principal duty of the RENEW older worker specialist is to try to place older workers in jobs suited to their capabilities and experience. As well, their job description lists many supporting activities: (1) developing jobs to open up opportunities for older workers, (2) preparing information on the program to be used in public information efforts, (3) maintaining files and preparing monthly activities summaries, (4) advertising RENEW by speaking at public engagements, and (5) following up on older workers after placement.

By completion of the pilot phase, RENEW had accumulated some fairly impressive statistics. During the six months that the 75 RENEW older worker specialists had been on the job, they accounted for almost 6,000 referrals and over 1,000 placements. More important, the statistics show a decided increase in placement each month, indicating that the learning curve for the older worker specialists had probably not peaked by the end of the pilot phase.

EXPANSION OF PROJECT RENEW. To provide needed additional assistance to older job seekers through SES, Project RENEW should be expanded. This expansion would require a feasibility study to establish how the RENEW concept would work on a large scale. There is the danger that RENEW could lose much of its effectiveness when expanded. Analysis by HumRRO researchers of the operation of Project RENEW during the pilot phase indicated problems that must be solved before expanding the program: resistance of SES officials to the RENEW program, an inadequate pool of talent from which to select RENEW older worker specialists, preempting the time of the RENEW older worker specialists for employment office assignments not related to older workers, and the low priority assigned by many State Employment Security Agencies to older worker programs.

It would seem to be essential to the success of a large-scale Project RENEW operation that additional support be provided by the U.S. Department of Labor and by the individual State Employment Security Agencies. At the Federal level, the appointment of an Assistant Secretary for Older Worker Programs would add the needed emphasis. Also, each State Employment Security Agency should appoint a full-time supervisor of older worker programs. The state supervisor would need authority to monitor and evaluate services to older workers, including Project RENEW activities.

PUBLIC SERVICE EMPLOYMENT AND OLDER WORKERS

Both the Senior Community Service Employment Program (SCSEP) and the Comprehensive Employment and Training Act (CETA) provide public service jobs for older workers—SCSEP for those 55 or older and CETA for workers regardless of age. These programs also may assist workers in obtaining unsubsidized jobs—CETA through training and SCSEP through a requirement to place at least 10 percent of those enrolled into unsubsidized employment.

COMPREHENSIVE EMPLOYMENT AND TRAINING ACT. The Comprehensive Employment and Training Act of 1973 established manpower programs to replace most Department of Labor categorical employment programs. Title I of the Act provides for job training, Title II and Title VI provide for public service employment.

CETA programs are planned and administered by some 450 prime sponsors—city or county governments or a consortium of several local governmental units. Each prime sponsor is required to create a manpower planning council whose members are representative of the community. Duties of the council are to plan and evaluate the employment programs of the prime sponsor. Within certain limits set by the Department of Labor, the council is free to determine which groups should be served in its area.

UNDERREPRESENTATION OF OLDER PEOPLE IN CETA. Older worker enrollment in CETA programs totals 77,000. This is more than are served by SCSEP, but still an underrepresentation. In FY 1977, only about 4 percent of those in CETA programs were 55 or older, even though this age group comprises 8 percent of the unemployed population. As would be expected, older workers participate more often in the public service job programs than in training. In FY 1977, individuals 55 or older comprised about 6 percent of participants in Titles II and VI, compared to 3 percent in Title I.

Last year, CETA regulations were strengthened to help eliminate age bias. These regulations include the following requirements for prime sponsors:

- They may not cite SCSEP as a reason for minimizing services to older workers.
- They must provide statistics describing the unemployed population in their area and the segments they intend to serve.
- They must provide justification when their service plan to a group (based on age, sex or race) differs 15 percent or more from the incidence of that group in the unemployed population.

SENIOR COMMUNITY SERVICE EMPLOYMENT PROGRAM. The Senior Community Service Employment Program was established in 1973 under Title IX of the Older Americans Act. SCSEP succeeds the Department of Labor's Operation Mainstream Program for older workers. The goal of the program is to foster useful part-time opportunities in community service activities for unemployed low-income people who are 55 years old and who have poor employment prospects. Community service to be carried out in public or private nonprofit organizations may include (1) social, health, welfare, and educational services; (2) legal and tax counseling; (3) library and recreational services; (4) conservation, maintenance or restoration of natural resources; (5) community betterment or beautification; and (6) antipollution and environmental quality efforts.

The financial status of participants in the program, which is administered by the Department of Labor, must fall below poverty levels. The program provides certain supportive services, such as annual physical examination, job-related counseling, and transportation. No limitation is set on the length of time an individual can hold an SCSEP job.

MANAGEMENT OF SCSEP. Eighty percent of Title IX funds is managed by five national contractors; the remaining 20 percent of the funds is allocated directly to the states on a formula basis. The states, in turn, may either select a state agency (such as the Office on Aging) to administer the funds, or recommend that the funds be managed by one or more of the national contractors.

Among the various states and territories of the U.S., 29 governors have designated their Office on Aging to administer the funds, 17 used the state manpower/employment structure, and 10 turned the money over to the national contractors.

Following is a chart showing the five national contractors, the number of Senior Community Service Employment Program jobs they currently administer, and how they manage their own programs:

SENIOR COMMUNITY SERVICE EMPLOYMENT PROGRAM CONTRACTORS

National Contractor	Number of Jobs Administered	Management of Programs
Green Thumb, National Farmers Union	13,000	Administered directly at state level.
National Council of Senior Citizens	7,000	Subcontracted to public and non-profit organizations.
National Retired Teachers Assoc./American Assoc. of Retired Persons	5,125	Administered directly at local level.
National Council on Aging	3,220	Subcontracted to public and non-profit organizations.
U.S. Forest Service	2,450	Work provided in projects of the Forest Service in the national forests.

THE PARTICIPANTS. The typical participant in all of the programs, except for those in the Forest Service program, is white, female, and widowed, over 65 years of age and without a high school diploma. About one-third are from minority groups. For the U.S. Forest Service, most participants are men, with about 14 percent coming from minority groups.

PLACEMENT IN UNSUBSIDIZED JOBS. In addition to providing useful community service employment for older persons, the SCSEP is intended to assist older workers in re-entering the labor force in unsubsidized employment. The regulation requiring at least 10 percent of the enrollees each year to be placed in unsubsidized jobs is met by all of the national contractors, with NRTA/AARP consistently managing to place 30 to 50 percent—a much higher percentage of placement than other contractors report. Several

factors appear to account for this, as judged from discussions with national contractors:

- The job developers on NRTA/AARP staff in each project area.
- Agreements made with nonprofit agencies employing SCSEP workers that a certain number will be placed on the agency payroll after a training period.
- Direct administration of each program by NRTA/AARP.

THE ROLE OF THE STATE OFFICE ON AGING

The role of the State Office on Aging in employment matters has been undergoing change during the last year. In 1977, 29 State Offices on Aging took charge of Title IX funds allotted to governors of states. In many instances this was the first time the SOA had devoted significant amounts of attention to older workers.

PLANS REGARDING EMPLOYMENT. Plans by State Offices on Aging regarding employment of older workers focus mainly on activities related to management of the Title IX Senior Community Service Employment Programs, including developing interagency agreements, providing technical assistance to area agencies, and monitoring area agency activities in the area of employment. Some state offices are planning to promote employment of older people in other ways, most often by lobbying in behalf of older workers to influence legislation, making improvements in existing employment services for older people, and by providing employment for older people within the Office on Aging network.

OUTSTANDING ACTIVITIES. Some State Offices on Aging have engaged in outstanding activities on behalf of older workers, HumRRO researchers learned. Described below are the activities of five of these state offices.

New York State Workshop. A conference on employment of older workers hosted by the State Office on Aging can provide the occasion to discuss and initiate several activities related to older workers: assessing needs, evaluating employment services, developing collaborative relationships, providing training, and planning needed employment assistance.

A workshop on employment, held in March of 1977 by the New York State Office on Aging, engaged in several of these activities

STATE OFFICES ON AGING PLANS REGARDING EMPLOYMENT OF OLDER WORKERS[a]

Plans Related to Employment	Number of States
No specific plans regarding employment	9[b]
Specific actions regarding employment:	16
Develop interagency working agreements	12
Administer Title IX funds	9
Provide technical assistance to area agencies	6
Advocating to influence legislation, policy	6
Monitor area agency activities	5
Provide training on older workers	4
Increase employment of older people by state or area agency	4
Serve as member of planning council	3
Influence where National Contractors locate their Title IX jobs	3
Obtain more CETA jobs for older people	2
Plan other improvement of employment services to older workers	4
Report existing data on older workers	2
Other actions mentioned by individual states (e.g., pre-retirement planning seminar, workshop on employment of elderly, resource file on older persons as consultants, data collection on age discrimination)	10

[a]Taken from the 1978 State Office on Aging plans for 25 states, two or three states from each Federal region.

[b]Five of these State Offices on Aging do not control Title IX funds.

related to older worker employment. The conference was attended by HumRRO researchers. The conference brought together agencies within the State of New York that are concerned with employment and aging: (1) the area agencies on aging, (2) Title IX project sponsors, (3) the Comprehensive Employment and Training Act prime sponsors, (4) the age discrimination and employment agencies, and (5) the senior nonprofit employment offices.

The two-day conference had sessions dealing with goals, age discrimination, Title IX programs, legislation, job placement and counseling models, and CETA.

Virginia Long Range Plan. The Virginia Office on Aging's long-range plan has economic status (including employment) as one of its areas

of interest. To obtain needed background, reports on economic programs for the elderly and on the economic status of older Virginians were prepared by the Office on Aging staff. The Plan's recommendations on employment are:

- Pre-retirement education programs for all State employees with technical assistance available at the State level for all employers that wish to initiate pre-retirement programs.

- Employer education programs to acquaint employers with the job potential for older workers, recruiting procedures, employer options, and the provisions of the Age Discrimination in Employment Act.

- Procedures for obtaining regular input from older worker representatives to CETA sponsors.

- Cooperative efforts between area agencies, state employment offices, and CETA prime sponsors to promote greater employment for older persons wishing to work.

- Elderly women, particularly widows, identified as primary target group of employment placement programs serving older people.

California Long Range Plan. "Older Californians shall have opportunities for employment without discrimination based on age" is the employment goal of the Long-Range Plan on Aging being developed by the California Department of Aging. In pursuing this goal several policies are stated:

- The state shall encourage the availability of a sufficient number of new jobs for older workers.

- The state shall encourage the development of more flexible alternatives to traditional job structuring, in order to make existing jobs more available to older workers.

- Older workers shall receive their fair share of public service jobs; and the state shall encourage private industry to provide older workers with a fair share of private sector jobs.

- Older persons shall be given preference for employment in programs designed to serve them.

For each of these policies, a series of short range actions are outlined to implement the policies. For example, in regard to the policy on flexible alternatives to job structuring the short-range actions are:

- The California Department of Aging in coordination with the State Personnel Board shall identify and implement steps to restructure jobs within the CDA so that more jobs can be made available to older workers.

- Area agencies on aging, nutrition projects and other projects funded by the CDA shall identify the steps necessary to restructure jobs for older persons and shall develop plans to do so.

- The Employment Development Department shall urge employers to restructure jobs for older workers.

- Other public agencies should review existing work assignments to determine which could be better served by part-time utilization of retirement-age persons.

The plan generally calls for specific actions in the CDA and the area agencies to implement each policy before trying to implement it with other public and private employers.

Survey of Needs of Elderly in Washington State. In 1976, a random sample of some 3,400 Washington State residents aged 60 or older were interviewed concerning their need for services. The study was jointly managed by the Office on Aging and by the Office of Research, both in the Department of Social and Health Services. Survey findings regarding employment are:

- Half of those retired said that they "miss nothing" about working.

- One in 20 of the survey respondents said that employment was a problem for them as compared to one in four who said that money and income were a problem.

- One in 100 rated employment as their single most important problem.

- Only one percent of the elderly respondents actually use employment services but it was estimated that employment services would have a potential use among some ten percent of the elderly population.

The Iowa Employment Projects. In Iowa, outstanding employment programs have been developed for older workers. These projects served as a model for national demonstration projects. The Retired Iowans Community Employment Program provides for older persons to be trained to work in State Employment Service local offices to assist older applicants in obtaining work. RICEP served as a model for Project RENEW, funded by the Department of Labor to provide additional State Employment Service help to older applicants in several states. (Project RENEW is discussed in the section on the State Employment Service). Older Iowans were employed to conduct inventories of water supplies and pesticides. The success of the environmental inventory projects led to a national demonstration project of the Administration on Aging and the Environmental Protection Agency whereby in each Federal region an environmental project employing older workers is being carried out with the involvement of the State Office on Aging.

HANDBOOK ON EMPLOYMENT SERVICES. This year, the Administration on Aging issued the first detailed guidance to State Offices on Aging concerning employment services for older workers, the *Handbook on Employment Services to the Elderly*, developed by Community Research Applications, Inc. The role of the State Offices in provision of employment services is described as:

- Program development (including the steps of identifying organizations and individuals related to employment services, assessment of existing employment resources and unmet needs of older workers, and coordinating resources to upgrade employment programs).

- Advocacy on behalf of older workers to affect legislation, state personnel practices, discriminatory labor market practices, securing a fair share of older worker assistance from CETA and other employment assistance programs.

- Monitoring and assessment of area agency activities and plans regarding older workers.

- Training and technical assistance.

- Advising on sources of funding for employment services.

The handbook points out advocacy as the activity of State Offices that is likely to have the greatest impact on the employment situation of older workers.

Comparison of the recommended role of the State Offices on Aging to their actual activities and plans regarding employment services as determined by HumRRO researchers indicates that few State Offices approximate the recommended activities. Most likely to be lacking are activities and plans related to program development, assessment, and training.

STATE OFFICES ON AGING AS CENTERS FOR PLANNING AND COORDINATING EMPLOYMENT SERVICES. The State Offices on Aging have an assigned role of planning and coordinating programs for older persons. No other organization accepts this role, even though there are several manpower agencies in each state and several prime contractors dealing with Senior Community Service Employment Programs. However, many State Offices on Aging give this very low priority.

Increased involvement of State Offices in employment assistance activities could be promoted through regional workshops on employment. The workshops could be based largely on the recently released *Handbook on Employment Services for the Elderly.* The workshop would be devoted to application of guidelines given in the handbook, to the sharing of successful older worker employment efforts by the State Offices. The workshop should lead to some planning by the State Offices with later follow-up on these plans by Regional Offices on Aging.

Also, to increase its planning in the area of employment services, each State Office on Aging should be required to devote a section of its annual plan to needs, goals, and accomplishments in the area of older worker employment. (There is no present requirement to discuss employment in the annual plan.)

CASE STUDIES OF SENIOR NONPROFIT EMPLOYMENT OFFICES

The following case studies of seven senior nonprofit employment offices are based on information collected by HumRRO researchers.

Office A: A Marketing Approach

Office A claims to be the nation's oldest employment service for older people. Because it is located in a middle- to upper-middle-class commuter suburb of a large city, applicants to the office include retired stock brokers and accountants as well as widowed homemakers and retired blue collar workers. The local employers range from some of the country's largest corporations to small businesses and the individual businessmen typical of any town.

Perhaps the proximity of Office A to a business and financial capital inspired the office director to develop his "marketing approach" to operating a senior employment service. The essence of the marketing approach is to convince the public, including employers, that hiring the older worker is good business. The annual report for Office A points out that if each person who had found work through Office A earned the maximum allowed by the Social Security income ceiling, more than $2 million would have been returned to the local economy. According to the office director the roster of older workers is a good product that must be properly marketed.

Rather than appealing to the employer's conscience ("Do a good turn by hiring the older person."), Office A appeals to the employer's business sense by offering a needed service at a competitive price. An excellent example is the temporary and manpower service it recently established. The new service is advertised, and it functions in the same way as a profit-making

temporary personnel agency. But because Office A is a nonprofit organization the hourly rates are lower.

This service helps older workers secure good jobs, although temporary, in large companies whose retirement policies would normally preclude the employment of post-retirement aged workers.

Like commercial agencies, Office A puts the temporary workers on its own payroll. In effect, it rents a service to businesses that require temporary manpower.

Office B: A Desk in the State Employment Office

Office B, located in a small city, demonstrates how the limited resources of a small but tightly knit community can be brought together to create a successful senior nonprofit employment service.

Community support for the senior employment service was first generated in a church where a representative from the local State Employment Security Agency (SESA) office and United Way agency spoke to the members. The SESA donated office space and equipment in the Employment Security Building, and members of the church staffed the office on a voluntary basis. The volunteers are now older people in the Retired Seniors Volunteers Program (ACTION), and a CETA grant pays for a full-time office director. A branch of the local United Way concerned with older people serves as the sponsor of the office, and the County Office on Aging publicizes the office's services in its newsletter for older people.

In addition to housing the senior nonprofit employment office, the SESA office permits access to the computerized job bank. When the SESA office gets a job listing that is especially suited to an older worker, it informs the nonprofit office before entering the job in the job bank. If an applicant to Office B is interested in a job bank opening he/she is then sent to the SESA office for job referral. Also, older applicants to the SESA office are routinely informed of the services at Office B. While Office B is not an official older worker unit within the State Employment Service, the two employment services are able to assist older job seekers better by sharing their resources.

Office C: A Senior Employment Network

Because of the imagination and energy of its director and staff, Office C is a remarkably successful nonprofit employment office. With a staff of

more than 230 (200 of whom are volunteers), at 14 suburban satellite offices, and an inner city headquarters, this organization found jobs for nearly 3,000 older people between May, 1976 and April, 1977.

This office used several methods to recruit older job seekers.

Older worker "registration days" (publicized in advance) were held in libraries, churches, YMCA's, shopping centers, and neighborhood centers. The older job seekers who registered at the local center by filling out a card were later contacted by an employment office volunteer to set up a specific appointment. Also, social workers delivered brochures describing the office directly to homes and volunteers residing in low-income areas tried to recruit applicants in their own neighborhoods.

Good contacts with employers were found to be essential for the job development activities of the office. In addition to TV public service announcements, the office director was able to contact employers through local civic organizations and clubs where employers congregate. Announcements in church bulletins read by employers proved another excellent way to attract employer support.

However, Office C was not an overnight success. After the first year of operation at the single downtown location, the staff of the small office was disappointed with their performance. It was the analysis of the first year's difficulties that inspired the formulation of the ambitious plans to open branch offices throughout the city. One difficulty noted was that while many older people wanted work, they lacked transportation. Further, the office organizers realized that business and community support was essential to obtaining enough desirable job listings.

The concept of satellite offices helped solve both problems. Each branch office would be located near a main transportation artery in neighborhoods where there were concentrations of older people. Since the establishment of each satellite office depended entirely on neighborhood support, community involvement was built in. In the areas chosen for the satellite offices, community organizations of all kinds were asked to participate by donating office space, serving as volunteers, etc. Volunteers not only worked in the offices interviewing applicants and performing clerical tasks, but also, in an incidental way, they acted as spokespersons for the employment office. Volunteers generated applicants and job listings through their everyday contacts in their own communities. Without the experience of the first disappointing year, Office C might not have become the model senior nonprofit employment service it is now.

Office D: A Depressing Contrast

When a senior nonprofit employment office lacks a suitable location, adequate staff, and community support, the result is a depressing contrast to the offices just described. Office D is part of a government-financed community center with a "comprehensive senior citizens program that provides multiservice for the elderly." It is located in an extremely low-income, urban neighborhood. The salaries of the three staff members are paid out of community center funds. Some operating expenses are also covered. But additional support must come from in-kind donations. Perhaps because the needs of the older people served by the community center are more immediate than employment (housing and nutrition, for example) the employment function of the center is neglected.

The employment office is not housed in the same building as the community center. Instead, it is on the second floor of a dilapidated row house on a street lined with similar structures, some of them abandoned. There are no nearby shops or public gathering places that would attract older people to this location for any other purpose. There is no sign at the door to identify the employment office. Only a street number appears above the door. Inside is a steep, narrow staircase, and again there are no signs to guide the older applicant. But since there are no doors off the hallway the stairs lead only to the employment office.

The second floor rooms in which the employment office is located are small and decrepit. On the winter day when project researchers visited the office the only heat came from a gas cooking stove with all four burners lit. At several points, the interview was interrupted by a mouse running between the file cabinets and doorway. It is not surprising that this office receives, on the average, only five new applicants each month. No older person would realize that this building is a place to go for help. It is difficult to justify the existence of such a place, either in terms of cost effectiveness or in the implied attitude of its sponsors towards the older people expected to go there.

Office E: A Social Club

As a Forty Plus organization, Office E is not typical of the other groups of unemployed professionals and executives bearing the Forty Plus name. Most members of Forty Plus organizations are well below the retirement age of 65 and, therefore, do not receive pensions from their former jobs. While the members of Office E are probably not much older as a group than the members of other Forty Plus clubs, the majority of them are receiving

generous pensions as a result of their years in one of the military services (60% of the membership) or in the U.S. Civil Service (20% of the membership). Because their need for income is less urgent, their approach to finding new employment is somewhat more leisurely than at other Forty Plus organizations.

Apparently the success of the Forty Plus technique, that is, coaching the job seeker how to conduct his/her own effective job search, depends on level of motivation of the job seeker. An official of Office E told project researchers that he was concerned over the passivity of the members. They relied on passive job-seeking methods such as mailing out resumes and making telephone inquiries, rather than "hitting the streets."

The atmosphere at Office E was more like that of a social club than an office where men and women are working at looking for work. The organization is more of a refuge, a place to spend time with and meet others with similar backgrounds. It was apparent that for some members, the Forty Plus office offered an excuse to get out of the house and served as a cover for engaging in a planned job search. According to the Office E official, the most successful job seekers at Forty Plus are those who are "hungry."

Office F: More Than a Senior Employment Office

Office F is more than a senior nonprofit employment office in the usual sense. In addition to finding nonsubsidized jobs for all kinds of older job seekers, Office F administers a Title IX program and a CETA Title I program for the disadvantaged elderly. In theory, each of the three employment programs or offices is distinct, but in practice, the office director juggles applicants, enrollees, subsidized job slots, and private sector listings in order to maintain a flexibility that permits quick and imaginative job placements.

The CETA program enrollees must be placed into unsubsidized employment within six months. When the office obtains a suitable listing from employers calling the "regular" employment service, a qualified CETA enrollee is encouraged to apply. The CETA slot may then be available to another needy older person. Similarly, directors of Title IX programs must attempt to place 10% of their enrollees into unsubsidized jobs.

The director of Office F claims that she greatly exceeded this rate by transferring enrollees to outside jobs obtained through the usual employer listings. On the one hand, the constant "rolling over" of CETA and Title IX

job slots gives more disadvantaged older people the opportunity to participate; on the other hand, rapid job switches could be unsettling to the older person. CETA Title I, in particular, is intended to be a work experience program in which the participants develop job skills and good work habits. This process takes time.

Besides the employment services just described, Office F offers older workers opportunities to exercise their creative abilities in return for pay. Behind the office is a workshop where older craftsmen provide a reupholstering and recaning service. Across the street is a consignment shop that sells handcrafted gifts made by older people. At the time of the project researcher's visit to the office, the director was investigating the feasibility of opening a "drop your tot" center, a temporary babysitting service staffed by older persons.

Office G: A Center for Displaced Homemakers

To meet the needs of a special group of mature job seekers (and those people who need work but do not know how to find a suitable job) a center for displaced homemakers was established by the health and welfare agency of a western state.

Office G is mandated, by state law to provide job counseling, job creation, and job placement for displaced homemakers who have spent most of their adult years at home and now, because of widowhood, divorce, or other emotional and economic change, are forced into the job market. Most displaced homemakers, because of their lack of paid work experience, cannot find employment. They are often found ineligible for unemployment compensation and are frequently too young to receive Social Security benefits. Often from middle class backgrounds, displaced homemakers can also be declared ineligible for welfare and government employment programs for the disadvantaged.

The goals of the center naturally include helping individuals to become self-sufficient. Of equal importance, however, is the center's role as a model for other organizations. The center aims to demonstrate that (1) job training can be accomplished quickly, (2) homemaking consists of many valuable skills that can be applied to jobs outside the home, and (3) new jobs can be created that use the existing skills of homemakers and that serve community needs.

The director of the center has yet another goal, an unusual one for a program administrator. She is planning the dismantling of her program. She

believes that once the displaced homemaker center has shown how displaced homemakers can be helped, other existing government agencies should take over responsibility that was theirs in the first place.

Two kinds of programs are offered to women coming to the center for assistance. The more intensive of the two is the intern program during which a woman is associated with the center for up to six months and is given the opportunity to develop job skills. Part of the training involves helping other women who come to the center with their adjustment programs. The second kind of service offered by the center is a series of workshops, and training and discussion groups on topics related to self-sufficiency and employment. Typical workshop subjects include "Job Readiness and Job Hunting," "Assertiveness Training," "Marital Dissolution," and "Health Care for the Woman in her Middle Years."

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The Human Resources Research Organization (HumRRO) is an independent, nonprofit corporation which, for more than a quarter-century, has worked to improve human performance—particularly in organizational settings—through behavioral and social science research, development, and consultation.

During its years of working to improve human performance, HumRRO scientists have engaged in:

(1) Research and development to solve specific problems in training and education, whether in instructional settings or on-the-job; development, refinement, and instruction in the technology of training and education; and studies and development of techniques to improve the motivation of personnel in training and on the job.

(2) Research on leadership and management, and development of programs to prepare men and women for leadership positions and responsibilities.

(3) Criterion development, individual assessment, and program evaluation in training and operating systems.

(4) Measurement and evaluation of human performance under varying circumstances, from the "routine" to the "stressful."

(5) Organizational development, including such elements as performance counseling, group decision-making, management by objectives, and factors that impact on organizational competence.

(6) Studies in, and development of, manpower information systems and the application of management science to personnel, including procurement, utilization, performance, retention, and separation of manpower.

HumRRO research and development activities are conducted in both an Eastern Division (with headquarters in Alexandria, Va.) and a Western Division (headquartered in Carmel, Calif.). The Corporate Offices located in Alexandria provide overall management and supporting services for the Divisions' efforts.

Today, 23 million Americans (about one out of ten) are 65 years of age or older, and the proportion of people in that age group could triple by the year 2000. As a result of this upward shift in the age distribution of the population, many long-neglected needs of older Americans are becoming acute. Nowhere is this more obvious than in the area of income security. An alarming number of our older citizens are living at or below the poverty level, while inflation erodes the value of their income even further. Those who wish to continue working beyond the age of 65, and those who try to return to the labor force after retiring, face the ever-present obstacle of age discrimination in all its subtle forms.

But increasing attention is being focused on this area of need, and today there is a network of assistance programs available to help older job seekers. The programs, however, are divided among Federal and state agencies and private organizations, and unfortunately there is little coordination among them. This booklet, based on the findings of a recent study funded by the Administration on Aging, presents a review of employment assistance efforts on behalf of older workers, and recommendations on how they might be improved.

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